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COMPREHENSIVE REVIEW OF THE WHOLE QUESTION OF PEACE-KEEPING OPERATIONS IN ALL THEIR ASPECTS

Report of the Special Committee on Peace-keeping Operations

Rapporteur: Mr. Abderahman S. ABDERAHMAN

I. INTRODUCTION

1. The General Assembly, in its resolution 49/37 of 9 December 1994, took note of the report of the Special Committee on Peace-keeping Operations (A/49/136) and decided that the Special Committee, in accordance with its mandate, should continue its efforts for a comprehensive review of the whole question of peace-keeping operations in all their aspects; and requested the Special Committee to submit a report on its work to the Assembly at its fiftieth session.

2. In accordance with General Assembly resolutions 2006 (XIX) of 18 February 1965 and 43/59 B of 6 December 1988, the Special Committee is composed of the following Member States: Afghanistan, Algeria, Argentina, Australia, Austria, Canada, China, Denmark, Egypt, El Salvador, Ethiopia, France, Germany, Guatemala, Hungary, India, Iraq, Italy, Japan, Mauritania, Mexico, Netherlands, Nigeria, Pakistan, Poland, Romania, Russian Federation, Sierra Leone, Spain, Thailand, United Kingdom of Great Britain and Northern Ireland, United States of America, Venezuela and Yugoslavia. 1/

3. At the 124th meeting, on 10 April 1995, the Committee elected the following representatives as the Committee's officers for a term of one year: H.E. Mr. Ibrahim A. Gambari (Nigeria), as Chairman; H.E. Mr. Emilio J. Cárdenas (Argentina), Mr. David Karsgaard (Canada), Mr. Noriteru Fukushima (Japan) and

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Mr. Zbigniew Matuszewski (Poland), as Vice-Chairmen and
Mr. Abderahman S. Abderahman (Egypt), as Rapporteur.

4. The Committee also discussed its organization of work and decided to establish an open-ended working group, to be chaired by Canada, to consider the substance of the mandate entrusted to the Committee by the General Assembly in its resolution 49/37.

5. The Committee received requests for observer status from the following Permanent Missions to the United Nations: Azerbaijan, Bangladesh, Belarus, Belgium, Bosnia and Herzegovina, Brazil, Bulgaria, Colombia, Cuba, Czech Republic, Finland, Greece, Indonesia, Iran (Islamic Republic of), Ireland, Jordan, Kazakstan, Libyan Arab Jamahiriya, Lebanon, Malaysia, Morocco, Nepal, New Zealand, Nicaragua, Norway, Philippines, Portugal, Republic of Korea, Republic of Moldova, Senegal, Singapore, Slovakia, South Africa, Sweden, Tunisia, Turkey, Ukraine, Viet Nam and Zimbabwe. It also received similar requests from the Permanent Observers to the United Nations of Switzerland and the Organization of African Unity (OAU). The Committee took note of the requests and welcomed their participation in the meetings of the Committee and its open-ended Working Group as observers. The Special Committee also decided to accept a request from the International Peace Academy (IPA) to observe the work of the Special Committee during its session.

6. As a basis for its discussion, the Committee had before it the report of the Secretary-General entitled "Command and control of United Nations peace-keeping operations" (A/49/681), and the Supplement to an Agenda for Peace (A/50/60-S/1995/1), as well as the statements by the President of the Security Council of 4 November 1994 (S/PRST/1994/62) and 22 February 1995 (S/1995/9). Also before the Committee was a draft working document entitled "Bureau working document No. 1" and revisions, which was prepared by the Bureau, containing a list of specific elements for possible consideration by the Committee.

7. The general debate was followed by discussions in the informal open-ended Working Group, which convened 19 meetings between 20 April and 5 May. As a basis for its consideration, the Working Group had before it Bureau working document No. 2 and subsequent revisions, which contained specific proposals from delegations for inclusion in the conclusions and recommendations of the present report.

8. On 20 April 1995, Mr. Manfred Eisele, Assistant Secretary-General for Planning and Support, Mr. Denis Beissel, Deputy Director, Field Administration and Logistics Division, Col. Cees van Egmond, Chief, Mission Planning Service, and Mr. Patrick Blagden, Senior Demining Expert, Department of Peace-keeping Operations, attended the Working Group and briefed delegations on issues relating to planning and support of peace-keeping operations preparedness and demining. On 21 April, Mr. Stephen Gomersall, Deputy Permanent Representative of the United Kingdom of Great Britain and Northern Ireland briefed the Working Group on the United Kingdom army field manual, entitled "Wider Peace-keeping". On 26 April, H.E. Mr. Nicolaas Biegman, Permanent Representative of the Netherlands, presented to the Working Group a non-paper containing a preliminary study on the possible establishment of a United Nations rapid deployment brigade. On the same day, Mr. Karl-Theodor Paschke, Under-Secretary-General for

Internal Oversight Services, attended the Working Group and briefed delegations on the evaluation of the start-up phase of peace-keeping operations. On 1 May, Mr. Peter Hansen, Under-Secretary-General for Humanitarian Affairs, attended the Working Group and briefed delegations on coordination at headquarters and in the field between peace-keeping and humanitarian activities. Mr. Olara Otunnu, President of IPA, attended meetings of the Committee and made a statement. Mr. Leonard Kapungu, Principal Officer in the Department of Peace-keeping Operations, attended the general debate to provide information and answer questions posed by delegations.

II. GENERAL DEBATE AND WORKING GROUP CONSIDERATION

9. At its 124th to 131st meetings, held on 10, 12, 13, 18 and 19 April and 12 May, the Committee held a general debate on the matters before it.

10. At the 124th meeting, Mr. Kofi Annan, Under-Secretary-General for Peace-keeping Operations, said that the international community was learning from the experience of past and current peace-keeping operations. The Security Council's response to the Secretary-General's Supplement to an Agenda for Peace showed that there was an encouraging consonance of views with regard to the crucial distinction between peace-keeping and enforcement, as well as to the circumstances in which use of military force was a useful tool of diplomacy and those in which it was counterproductive. He highlighted the principle of unity of command and the importance of troop-contributing Governments articulating their views at United Nations Headquarters in discussions with members of the Security Council, other troop contributors and the Secretariat. On the question of rapidity of deployment, there was now widespread recognition that it was a problem that needed to be addressed. He expressed appreciation for the fact that a number of Member States had initiated proposals and studies on alternative ways to provide the Organization with the ability to deploy quickly.

11. He briefly touched upon measures taken to enhance the Organization's capacity to manage its peace-keeping operations effectively. Financial and administrative procedures had been streamlined and further progress had been made in the strengthening of the Department of Peace-keeping Operations. However, the Secretariat was still extremely thinly staffed by any standard and proposals had been made to strengthen it. Progress had been made in coordinating guidance to the field between departments in the Secretariat. In the area of peace-keeping training, the Secretariat had recently initiated regional peace-keeping training workshops and completed a pilot training programme for the headquarters staff of the United Nations Mission in Haiti (UNMIH). He expressed his profound gratitude and utmost respect for those who had lost their lives in the causes of peace and humanitarian action in United Nations operations.

12. The debate in the Committee was characterized by an intensive exchange of substantive and constructive views on general and specific aspects of peace-keeping operations. Many delegations drew attention to recent successes and setbacks and the need to draw lessons from both. Some delegations felt that the Committee should aim to elaborate a set of principles and guidelines for United Nations peace-keeping operations. A view was expressed that

consideration should be given to the elaboration of a declaration on United Nations peace-keeping operations.

13. It was noted that the complexity of peace-keeping operations reflected the fact that the maintenance of international peace and security encompassed political, social, economic, humanitarian and other considerations. Some delegations stated that peace-keeping could not be a substitute for political settlement of disputes and that it was equally important to address the root causes of conflict, especially in the areas of social and economic development. Some delegations expressed their concern about the apparent trend towards selective treatment of crises in different regions of the world, drawing attention to the need to determine primary conditions for launching peace-keeping operations and adopting standard criteria that should be equitably applied in resolving conflicts in various regions.

14. Many delegations expressed their agreement with the Secretary-General's views on the basic principles of peace-keeping: consent by the parties, impartiality and non-use for force except in self-defence. Delegations felt that the consent and cooperation of the parties should be obtained through negotiations and also by gaining the confidence of the local population. Impartiality implied that the United Nations required respect for the terms of mandates in an equal manner from all parties involved. Many delegations stated that the mandates and structure of peace-keeping operations under Chapter VI of the Charter should be clearly distinguished from those that applied to operations under Chapter VII. Some delegations stressed that recourse to the use of force was the solution of last resort, to be invoked only after all other means envisaged in the Charter had failed.

15. Some delegations stressed that all United Nations peace-keeping operations should adhere strictly to the principles and purposes of the Charter, in particular the principles of respect for the sovereign equality and territorial integrity of States and non-interference in their internal affairs. Some delegations emphasized that peace-keeping operations should be of a non-intrusive, non-interventionist and impartial nature and should be given a mandate at the request of the Member States involved. With respect to paragraph 43 of the report, some delegations underlined their position that the principle of full consent of the parties for the establishment of peace-keeping operations should be observed in all cases. Those delegations also considered that the mention of intra-State conflicts went beyond the authority given by the Charter to the Security Council in its function to take measures in order to maintain international peace and security.

16. Some delegations also stressed that peace-keeping operations should be distinct from other types of field operations of the United Nations, which were governed by their own respective mandates and rules. Full transparency and appropriate consultations were essential in the process leading up to the establishment of peace-keeping operations. Provision should be made regarding the safety of personnel and the applicability of international humanitarian law. It was also argued that resources for peace-keeping activities should not be at the expense of resources for the development activities of the United Nations. Equitable opportunities should be ensured to facilitate the widest possible participation of Member States in peace-keeping operations, in particular by the

developing countries. Some delegations, while expressing the view that the composition of a peace-keeping operation was an important consideration in order to ensure its effectiveness and impartiality, did not consider it necessary to specify factors in that regard.

17. Many delegations underscored the need for precisely defined mandates, including a time-frame and clear and feasible objectives. Other delegations stated that peace-keeping operations should remain in place while negotiations were in progress and until the problem was resolved. In that regard, some stated that sound military advice to the Council would help to ensure that mandates were workable. Some delegations added that a more systematized and coordinated approach was called for, also covering political, economic and humanitarian aspects. Delegations stressed the importance of making available sufficient human, material and financial resources for the successful implementation of those mandates.

18. Some delegations welcomed the Secretary-General's Supplement to an Agenda for Peace, which provided a point of reference for reflection on ways and means of maintaining international peace and security.

19. Several delegations considered that there was a need for integrated efforts of the different components of the United Nations system, involving regional organizations where appropriate, to identify at an early stage situations that might give rise to conflicts and to take the necessary measures to prevent such conflicts. In that regard, some delegations believed that consideration should be given to establishing a database. A number of delegations believed that greater use should be made of small missions in areas of potential conflict. Several delegations believed that peace-building measures, designed to address the root causes of a conflict and building peace after a conflict, could also be used to prevent conflicts from breaking out or worsening. Such measures included not only the promotion of development or humanitarian assistance, but also measures aimed at re-establishing or strengthening political and administrative structures. Various delegations believed it was important that the parties to a conflict accepted offers of mediation or good offices from the United Nations. Some delegations drew attention to the successful use of the instrument of preventive deployment, an instrument that might be employed in other areas of potential conflict.

20. Many delegations believed that the Secretariat's capacity to plan, deploy, manage and evaluate peace-keeping operations should be strengthened. That could be achieved not only by an increase in the resources of the Department of Peace-keeping Operations, but also by establishing specific teams for each operation. Some delegations said that the predeployment planning of operations could be improved by the dispatch to the field of a team that could be reinforced, for complex operations, by elements put at the disposal of the United Nations in the framework of standby arrangements. Improving the capacity for planning should also include a procedure to identify potential troop contributors as well as senior military and civilian staff at an early stage. Some delegations stressed the need for evaluation of peace-keeping operations, both during their mandate period as well as after their termination, with a view to drawing lessons from their experience.

21. Many delegations underlined the importance of coordination between the Departments of Political Affairs, Humanitarian Affairs, Peace-keeping Operations and Administration and Management, and welcomed the establishment by the Secretary-General of a task force on United Nations operations. Such coordination should be reflected in the field and was to include the Office of the United Nations High Commissioner for Refugees (UNHCR) where appropriate.

22. Many delegations thought that proposals to give serious thought to the establishment of a rapid reaction force should be looked at carefully in view of their political, legal, practical and financial implications. Some delegations expressed caution, arguing that the use of such a force in an internal conflict would be unacceptable since it would erode the principle of State sovereignty. In that regard, some delegations pointed out that the efficiency of an operation was not so much related to the speed of deployment, but more to its political capacities. It was also said that the establishment of such a force would duplicate the capabilities of Member States and give the United Nations an undesirable military image.

23. Many delegations expressed their preference for an improvement in the system of standby arrangements. It was felt that the strengthening of the system of standby arrangements and training of peace-keepers would go a long way to shortening the delay between the adoption of a resolution and the deployment of a force. That system could be improved by including rapid deployment units, command modules, transport capacities, civil police and civilian personnel. Some delegations suggested using the ability of certain States to deploy their troops without delay while awaiting their prompt replacement by personnel from other States where deployment required a longer preparation. The idea was put forward of convening a meeting of countries with standby arrangements for the purpose of addressing common objectives in training, standard operating procedures, communications, logistics and other areas.

24. Various delegations expressed interest in the idea of setting up reserve stocks, for example on a regional basis, of light equipment from the supplies of terminated operations, which could be utilized for the start-up phase of new operations. Many delegations were also interested in the concept of asking Member States to equip or train troops provided by other Member States. In that regard, some delegations expressed the opinion that special attention should be given to the African continent to improve the capacity for rapid deployment in Africa for preventive diplomacy missions, humanitarian actions or peace-keeping operations.

25. Several delegations welcomed efforts to streamline the systems of finance, management and logistic support of peace-keeping operations, with a view to achieving economy and efficiency, as well as the simplification of reimbursement procedures, especially with regard to contingent-owned equipment. In the area of logistics, there was support for the idea of drawing up standard operational procedures covering all fields of logistic support. With regard to the financing of peace-keeping operations, some delegations believed that a comprehensive reform of the ad hoc scale of assessments should be carried out in order to distribute peace-keeping costs more equitably. Some delegations said that a scale of assessment that better took into account Member States' capacity to pay their dues could help to increase the level of contributions. Other

delegations expressed their preference for maintaining the existing scales, bearing in mind the special responsibility of permanent members of the Security Council in the financing of peace-keeping operations as well as the different capacities of developed and developing countries to contribute to such operations. Many delegations said that a durable solution to the financial crises could be achieved only if all Member States paid their dues in full, on time and unconditionally. Some delegations noted that the delay in reimbursement had placed a burden on developing troop-contributing countries and thus could contribute to the erosion of the principle of universality in the composition of peace-keeping forces.

26. Many delegations stressed the importance of unity of command and control of operations and noted that the authority of a United Nations force commander was based on the concept of operational control. Some delegations thought that the tasks, as well as the duration and zones of deployment, of contingents should be determined by agreement between troop-contributing countries and the Secretary-General. It was also believed necessary to delegate to missions in the field the appropriate financial and administrative autonomy to allow them to fulfil their mandate effectively. Various delegations believed that for operations of a certain size a special representative of the Secretary-General should be appointed with authority over all components of the operation. That would help to ensure the integration of military, political and humanitarian functions as well as close cooperation between civil and military components at all levels. Some delegations stated that the question of command and control at the operational and tactical levels merited further review.

27. Delegations welcomed the new arrangements for consultation and exchanges of information with troop-contributing countries as set out in the statement by the President of the Security Council of 4 November 1994, but some delegations noted that there was still room for improvement: the current practice should be institutionalized. Many delegations believed that the meetings between the Secretariat, members of the Security Council and troop-contributing countries under the joint chairmanship of the Secretariat and of the President of the Council should be held sufficiently in advance of decisions of the Security Council. In case of a new operation, such meetings would provide an opportunity to consult with Member States identified as potential troop contributors. It was also felt that troop contributors, as well as the membership at large, should be given the best possible information on developments in each of the operations. Some delegations stressed the importance of consultations in the field between force commander and national contingents.

28. Many delegations expressed interest in the peace-keeping training programmes offered by the United Nations, in particular the training assistance teams, and welcomed the creation of national and regional peace-keeping training institutions. There was also considerable interest in the development of a code of conduct for peace-keeping personnel and the possibilities of coordinating the training of senior civilian and military staff with a view to strengthening the available cadre of such staff. Some delegations felt that there was a need to improve training of personnel of civilian components.

29. Many delegations welcomed the adoption of General Assembly resolution 49/59 of 9 December 1994 on the question of the safety of United Nations and

associated personnel and measures to ensure that those responsible for such attacks were brought to justice, as well as the significant number of signatories to the Convention. Many delegations stated that the security of personnel should be made an integral part of the planning of all United Nations peace-keeping operations. Delegations remarked in that context that it was up to host States to take measures to accord protection, including legal protection, to such personnel. Some delegations stressed the importance of the application of international humanitarian law. Delegations paid tribute to those women and men who had lost their lives while serving with peace-keeping operations.

30. Delegations believed that United Nations peace efforts could be enhanced through cooperation with regional organizations and arrangements in conformity with Chapter VIII of the Charter and the relevant regional constituent instruments. In that regard, some delegations believed that it was important to ascertain that standards for peace-keeping operations be the same regardless of whether an activity was under the auspices of a regional organization or the United Nations. Some delegations believed that such cooperation was conceivable only under specific circumstances and urged caution in developing models.

31. Delegations drew attention to the increasing complexity of the tasks of civil police in United Nations peace-keeping operations, which would require more efficient management of all civil police matters. That could be achieved through an increase in resources at Headquarters.

32. Many delegations believed that it was necessary to adopt a more active approach with regard to peace-keeping information activities. It was as important to inform the population in areas where operations took place as to provide objective information to the media. Some delegations felt that the information capacity of the Secretariat and missions in the field should be strengthened. Delegations thought it useful to provide training in those aspects to peace-keeping personnel.

33. Some delegations called for improvements in the system for payment of compensation for death and disability. Several delegations mentioned the possibility of establishing a uniform scale for such compensation.

34. Many delegations emphasized the need for the enlargement of the membership of the Committee and pointed to the necessity for consideration of the subject by the General Assembly at the fiftieth session. It was reaffirmed that the question of peace-keeping operations was of vital interest to all Member States, more than 80 of which were contributing troops, and that the Committee was the only forum where the question could be discussed by the membership of the Organization. Delegations noted that other United Nations committees had expanded their membership in order to allow a broader participation.

III. PROPOSALS, RECOMMENDATIONS AND CONCLUSIONS

A. Introduction

35. On the occasion of the fiftieth anniversary of the United Nations, the Special Committee on Peace-keeping Operations recognizes the important role played by peace-keeping operations in maintaining international peace and security and calls for further strengthening the capacity of the United Nations in this regard.

36. The Special Committee notes the qualitative and quantitative changes in peace-keeping operations and the new challenges facing these operations. It observes that, while many peace-keeping operations have been successful, there have been setbacks in other cases. The Special Committee considers that it is time to evaluate these experiences and draw the appropriate lessons.

37. The Special Committee notes the Secretary-General's Supplement to an Agenda for Peace and has taken note of the statement of 22 February 1995 by the President of the Security Council on the Supplement. It further notes that the General Assembly has established an open-ended working group to consider the Supplement.

38. The Special Committee believes that peace-keeping is one of the key instruments available to the United Nations to resolve conflicts and to maintain international peace and security. It attaches great importance to the prevention of conflicts, in part so that new peace-keeping operations may be avoided. It believes that the United Nations can and should explore ways to do more in this regard through, inter alia, preventive diplomacy and peacemaking, and notes the proposals in these areas contained in the Secretary-General's paper. It also notes the successful use of preventive deployment in a particular case and believes that it could be used in future, on a case-by-case basis, taking fully into account the provisions of resolution 47/120 B.

B. Guiding principles, definition and implementation of mandates

39. The Special Committee stresses that peace-keeping operations should strictly observe the principles and purposes enshrined in the Charter of the United Nations. It emphasizes that respect for the principles of sovereignty, territorial integrity and political independence of States and non-intervention in matters that are essentially within the domestic jurisdiction of any State is crucial to common efforts, including peace-keeping operations.

40. The Special Committee concurs with the Secretary-General's observation in his Supplement to an Agenda for Peace that respect for certain basic principles of peace-keeping are essential to its success. Three particularly important principles are the consent of the parties, impartiality and the non-use of force except in self-defence.

41. The Special Committee welcomes the view of the Security Council, as expressed in its President's statement of 22 February 1995, that peace-keeping operations should be conducted in accordance with certain factors, including a

clearly defined mandate, objectives, command structure and secure financing, in support of efforts to achieve a peaceful solution to conflicts.

42. The Special Committee stresses the importance of factors to be taken into account when considering the establishment of peace-keeping operations, listed in the statement of the President of the Security Council of 3 May 1994 (S/PRST/1994/22).

43. The Special Committee also stresses the importance of ensuring that, in the formulation and implementation of peace-keeping mandates, there be congruence between mandates, resources and objectives. This is also relevant in certain ongoing cases involving intra-State conflicts in which all of the parties may not have given their full and continuous consent. The Special Committee stresses that full and continuous consent is crucial to the success of peace-keeping operations.

44. The Special Committee stresses that, in cases where existing peace-keeping operations are given additional mandates that introduce changes from the original mandate, the resources necessary for the implementation of the new mandate should also be made available to the peace-keeping operations.

C. Consultation

45. The Special Committee welcomes the new arrangements for consultation and exchanges of information with troop-contributing countries as set out in the statement by the President of the Security Council on 4 November 1994. The Special Committee considers that these consultations should be held sufficiently in advance of decisions of the Security Council affecting existing operations, notes the intention of the Council to keep under review the arrangements for the exchange of information and views with troop contributors and its readiness to envisage further measures to enhance these arrangements in the light of experience and recommends that the relevant documentation, including, when appropriate, that relating to the mandate, be provided in good time to the troop-contributing countries.

46. The Special Committee stresses that consultations between the prospective troop-contributing countries and the United Nations Secretariat should be held whenever possible before the Security Council decides on the mandate of any particular mission. The Special Committee also encourages the Secretary-General regularly to transmit situation reports to troop-contributing countries, members of the Security Council and, where possible, other Member States, on all peace-keeping operations.

D. Command and control

47. The Special Committee welcomes the Secretary-General's report on command and control of United Nations peace-keeping operations (A/49/681) and supports his observation that it is useful to distinguish three levels of command in United Nations peace-keeping operations.

48. The Special Committee concurs with the assessment contained in paragraph 15 of that report regarding the need for the Secretariat, within existing resources, to develop, on the basis of experience, a greater capacity to conduct feasibility studies of options for the consideration of the Security Council; to translate mandates into achievable concepts of operations; and to provide timely guidance and support to the field as well as reporting to the Council.

49. The Special Committee supports the Secretary-General's efforts to strengthen, within existing resources, the planning, organizing, coordination, and policy and analysis process related to United Nations peace-keeping operations, particularly in the light of their increasing complexity.

50. The Special Committee underlines that troop-contributing countries should be informed by the Secretariat of an operation's composition as early as possible in order to facilitate their practical preparations.

51. The Special Committee recommends that a Special Representative of the Secretary-General be appointed for larger operations, with authority over all the components of the operation so as to coordinate their various activities within a structure involving close cooperation among components at all levels. The Special Committee stresses the need further to enhance, as necessary, cooperation between peace-keeping operations and other related United Nations activities and requests the Secretary-General to look into ways and means of ensuring cooperation with other agencies of the United Nations system.

52. The Special Committee notes with concern that the problem of command and control has often negatively influenced the performance and efficiency of United Nations peace-keeping operations, recognizes that military forces cannot function properly if they receive operational directives from different sources, and believes it essential to ensure the unity of command and control of operations, consistent with the Secretary-General's report on command and control of United Nations peace-keeping operations.

53. The Special Committee notes that the authority of the United Nations Force Commander is based on the concept of operational control, in which, inter alia, the tasks, as well as duration and zones of deployment of contingents have been fixed by agreement between troop-contributing countries and the Secretary-General, in accordance with the mandate.

54. In view of varied military doctrines and traditions, the Special Committee considers that it would be useful for the Department of Peace-keeping Operations, in cooperation with Member States, to reach an agreed definition of the different kinds of command relationships applicable to peace-keeping operations.

55. The Special Committee believes it necessary to delegate to the United Nations mission in theatre and, where appropriate, to the special representative, force commander or head of mission, the appropriate financial and administrative autonomy to allow them to fulfil their mandate effectively, while ensuring that measures relating to responsibility and accountability are strengthened.

E. Safety and security

56. The Special Committee urges the Secretariat to intensify its efforts to improve the safety and security environment for peace-keepers and to ensure the physical well-being of United Nations personnel. The Special Committee recalls that the security of personnel should be made an integral part of the planning of all United Nations peace-keeping operations.

57. The Special Committee expresses grave concern at all acts of violence against United Nations peace-keeping personnel, in all forms, including by snipers, and notes that the use of force in self-defence is authorized in all such cases.

58. The Special Committee welcomes the adoption of resolution 49/59 on the question of the safety of United Nations and associated personnel and measures to ensure that those responsible for such attacks are brought to justice, and also notes that there are already a number of signatories to the Convention annexed to that resolution.

59. The Special Committee notes the existence of United Nations humanitarian relief activities in support of certain United Nations peace-keeping operations and looks forward to the consideration of the safety and security of personnel participating in such activities in the appropriate United Nations forum.

F. Enhancing the capacity of the United Nations for peace-keeping

1. Planning, organization and effectiveness

60. The Special Committee welcomes recent efforts of the Secretary-General to strengthen the Department of Peace-keeping Operations, and encourages him to continue these efforts in order to ensure the best structure and capacity for successfully managing such operations, at both the Headquarters and the field level, bearing in mind the need to give due regard, inter alia, to the principle of equitable geographic representation, and the provisions of General Assembly resolution 49/167.

61. The Special Committee recognizes that, consistent with the need for contingents to be capable of carrying out their mandates, opportunities should be ensured to facilitate the widest possible participation of all Member States in peace-keeping operations.

62. The Special Committee, taking into account that an important consideration with regard to a peace-keeping operation is its composition, considers that decisions in this regard should take account of, inter alia, historico-political, social and geographical factors.

63. The Special Committee welcomes the development of the capacity for operational predeployment planning of operations, by the dispatch of a team from the Department of Peace-keeping Operations, reinforced as appropriate for complex operations. Such teams should establish a concept of operations that

could be included in the subsequent report of the Secretary-General to the Security Council.

64. The Special Committee underlines that improvement of the capacity for planning also calls for potential troop contributors participating in the operation to be identified and involved at the earliest possible stage. Senior civilian and military officials, including the commander and deputy force commander, should be identified at an early stage so as to assist United Nations Headquarters in determining the operational aims and objectives and deployment plan.

65. The Special Committee welcomes the establishment of the Office of Internal Oversight Services and urges the Secretary-General to assign, without prejudice to the authority of the head of mission for operational matters, within existing resources, and under the direct authority of the head of the Office of Internal Oversight Services, a qualified representative of that Office to each large peace-keeping mission or a visiting representative in the case of smaller missions, to review performance and compliance questions in accordance with the mandate of the Office as set out in resolution 48/218 B.

66. The Special Committee underscores the importance of assuring appropriate protection for the information utilized by peace-keeping operations in the performance of their mandated activities. In this regard, it urges the Secretariat to take appropriate actions, including providing training to peace-keeping personnel responsible for the handling and management of information.

67. The Special Committee notes the growing importance of the role of civil police in United Nations peace-keeping operations and the need for a more efficient management of all aspects linked to civil police participation, in particular planning related to the identification of particular police skills, experience and rank levels required for an operation, through an increase in the administrative and planning resources assigned to this field and, in this regard, recalls its request to the Secretary-General in paragraph 36 of General Assembly resolution 49/37 to strengthen the civilian police unit within the Department of Peace-keeping Operations.

68. The Special Committee requests the Secretariat immediately to make all necessary arrangements for the updating and reissue of The Blue Helmets in 1995.

2. Training

69. The Special Committee reaffirms that the training of personnel for peace-keeping operations is essentially the responsibility of Member States and that the role of the United Nations is to establish basic guidelines and performance standards and provide advisory services and descriptive materials, including manuals, curriculum modules and programmes of correspondence instruction, to assist Member States.

70. The Special Committee welcomes the progress that has been made in the past year to strengthen the Training Unit in the Department of Peace-keeping

Operations, and in particular its initiative to prepare training assistance teams to work with interested troop contributing countries in developing national peace-keeping training instructors and programmes to train personnel for peace-keeping operations. The Special Committee requests the Secretary-General to develop this concept further and to study the feasibility of attaching training assistance teams to the headquarters of missions, including to coordinate and facilitate the use of standardized procedures.

71. The Special Committee welcomes the continuing development by Member States of training facilities, such as peace-keeping training centres and staff colleges. It reaffirms its interest in the further strengthening of links between the Secretariat and national and regional peace-keeping training institutions and hopes to receive as soon as possible the views of the Secretariat on institutional mechanisms for doing so.

72. The Special Committee takes note of the two regional training workshops that took place during the first months of 1995, one for European States and one for the Americas and looks forward to forthcoming training workshops, and requests the Secretariat to report to the Committee the conclusion of the workshops.

73. The Special Committee calls upon the Secretary-General to complete the elaboration of a code of conduct for United Nations peace-keeping personnel, consistent with applicable international humanitarian law, so as to ensure the highest standards of performance and conduct.

74. The Special Committee strongly supports the Secretary-General's initiative to institute pre-mission training for mission headquarters staff, suggests replicating it where appropriate in future operations and asks the Secretary-General to inform the Special Committee on recent experience in this regard.

75. Considering the important role of civilian components in United Nations peace-keeping operations and bearing in mind that there are areas of training common to both civilian and military components, the Special Committee urges the Secretary-General to continue to coordinate all efforts of the Secretariat relating to training.

3. Rapid deployment and standby arrangements

76. The Special Committee expresses deep concern at continuing and protracted delays between the establishment of mandates for peace-keeping missions and their subsequent deployment and reaffirms, in the light of recent experience, the need for the United Nations to improve its ability to respond rapidly. The Special Committee encourages Member States to respond to the invitation that was extended to them by the President of the Security Council in his statement of 22 February to present their reflections on ways and means to improve the capacity of the United Nations for rapid deployment of peace-keeping operations, and it appreciates the efforts being made by a number of Member States to study and address this matter systematically.

77. The Special Committee takes note of the Secretary-General's observation that the United Nations needs to give serious thought to the idea of a rapid reaction force. The Special Committee recognizes that the idea of a United Nations rapid reaction force raises a variety of important and complex political, legal and financial issues, which should be studied carefully.

78. The Special Committee recognizes that consideration of this subject must be placed in the larger context of ways of improving the rapid deployment of United Nations peace-keeping operations, and believes that the ability of certain States to deploy their troops more quickly is also worthy of consideration, and that priority should be given to reinforcing the system of standby arrangements.

79. The Special Committee therefore invites the Secretary-General to continue to develop the system of standby arrangements and to promote it among Member States, but also to reinforce those arrangements, extending them beyond troops to other important elements, including headquarters components, transport capacity and civilian personnel such as police, and also invites him to encourage States, within the standby arrangements, to identify elements capable of rapid deployment within a few days.

80. The Special Committee also underlines that, while the effectiveness of standby arrangements depends upon the political will of Member States, it depends equally upon the precision of the data provided to the Secretariat and requests the latter to invite Member States that already participate, or intend to participate, in the standby arrangements to clarify their offers by presenting a detailed volumetric description of the components offered, including the time needed to deploy each component.

81. The Special Committee considers that other measures may also be taken to enhance the capacity of United Nations peace-keeping operations to deploy rapidly and, in this context, urges the Secretary-General to develop a rapidly deployable headquarters team composed of personnel skilled in essential military and civilian headquarters functions.

82. The Special Committee requests the Secretary-General to look into the usefulness of establishing more logistics bases, over and above the one at Brindisi, possibly on a regional basis, with a view to reducing the reaction time for deployment and in full consideration of the question of cost-effectiveness.

83. The Special Committee considers that special attention should be given to the issue of improving the capacity to respond rapidly and effectively to emergency situations in Africa and welcomes the efforts of certain Member States to elaborate concrete proposals in this area, in particular through cooperation with OAU, as well as subregional organizations, and in the areas of training, the identification of equipment needs and ways to meet them and the planning of the necessary logistical resources for the mobilization of personnel for conflict prevention and peace-keeping, and invites the Secretary-General to develop proposals in this regard, for consideration by the General Assembly.

84. The Special Committee welcomes the establishment of a reserve stock of standard peace-keeping equipment. It is mindful of the fact that, owing to

their own resource constraints, some troop-contributing countries from the developing world are not always in a position to equip their troops adequately for peace-keeping operations. The Special Committee welcomes the creation of partnerships between Governments that require equipment and those willing to provide it. It notes that arrangements under such partnerships for the storage and maintenance of material between operations might usefully be coordinated by the United Nations. The Special Committee also requests the Secretary-General to consider further ways and means to address this problem.

4. Public information

85. The Special Committee reaffirms the specific proposals in General Assembly resolution 49/37 of 9 December 1994 and once again underscores the importance of an effective public information capacity, appropriate to the size of the operation, as an integral part of those operations, as well as the necessity for coordinated headquarters support for planning and implementation of public affairs needs. It notes the Secretary-General's intention to address requirements for an effective information capacity in future operations from the planning stage and looks forward to early action in this regard.

5. Finances

86. The Special Committee is of the view that adequate financial resources and support are crucial to the effectiveness of United Nations peace-keeping operations, and reaffirms that the financing of peace-keeping operations is the collective responsibility of all Member States. The Special Committee stresses that Member States' contributions must be paid in full, on time and without conditions, in compliance with their obligation under Article 17 (2) of the Charter, so as not to undermine the effectiveness of United Nations peace-keeping operations.

87. The Special Committee underlines the importance of the efforts of the Secretary-General and the action taken by Member States to reform budgetary procedures and methods of managing and providing logistic support for peace-keeping operations, and welcomes with satisfaction the measures taken by the General Assembly in its resolution 49/233 to improve the mechanisms for the start-up funding of new operations.

88. The Special Committee welcomes the progress made in the Working Group on the reform of methodology and procedures for determining reimbursements to troop-contributing countries for contingent-owned equipment. The Committee stresses the importance of implementing streamlined procedures in order to help to reduce delays in the reimbursement of troops.

89. The Special Committee notes that the General Assembly, in its resolution 49/233, has requested the Secretary-General to submit proposals on possible revisions to the current compensation arrangements in respect of death and disability benefits, and encourages the competent bodies of the General Assembly to arrive at an early decision on this matter.

6. Cooperation with regional organizations

90. The Special Committee reaffirms the important role that regional organizations and arrangements can play in contributing to the maintenance of international peace and security. It encourages the strengthening of cooperation between the United Nations and regional organizations, in accordance with Chapter VIII of the Charter and with their respective mandates, scope and composition, in order to enhance the capability of the international community to respond rapidly to disputes and conflicts. In this context, it stresses the importance of the adoption by the General Assembly of the Declaration on the Enhancement of Cooperation between the United Nations and Regional Arrangements or Agencies in the Maintenance of International Peace and Security (see resolution 49/57, annex).

91. The Special Committee encourages the Secretary-General in this context to continue his meetings on cooperation between the United Nations and regional organizations and arrangements and other intergovernmental organizations, inter alia, on cooperation in the field of peace-keeping, and also encourages him to report on those meetings.

7. Evaluation

92. The Special Committee welcomes the final report of the Office of Internal Oversight Services on the in-depth evaluation of peace-keeping operations: start-up phase (E/AC.51/1995/2) and commends this report for further study in the relevant bodies of the Organization. The Special Committee underlines the importance that it attaches to the development of an institutionalized and systematic mechanism within existing resources for analysis of the lessons to be drawn from each peace-keeping operation and notes with appreciation the establishment of a lessons-learned unit in the Mission Planning Service of the Department of Peace-keeping Operations. The Special Committee stresses that such analysis would improve the effectiveness of future operations. The Special Committee, in this regard, calls upon the Secretary-General to ensure that the special representative of the Secretary-General and the field commander of a peace-keeping operation submit to him a report at the end of their tour or the mandate, and to organize meetings at which Member States may be briefed on completed operations.

G. Composition of the Committee

93. The Special Committee discussed the question of the expansion of the present composition of the Committee and will consider it further, in view of the importance attached to this issue.

Notes

1/ General Assembly resolution 47/1 applies.